

senior counsel for the Senate Commerce Committee. His reappointment is well deserved.

I also wish to convey my support for John Moran to become a Commissioner at the FMC. John also is a former Commerce Committee counsel who served all members of that Committee with distinction. John and Hal worked together at the Committee on a bipartisan basis, slugging through tough issues and serving all of the Members well.

For my Senate colleagues who do not know Mr. Moran, his only fault is that he is not from South Carolina. He has demonstrated his abilities and intellect time and time again. He is well suited to be a Federal Maritime Commissioner. Currently, John works representing the American Waterways Operators, as their Vice President for legislative affairs. John also has an outstanding reputation within the maritime and transportation industry sectors.

I congratulate these two deserving individuals, who have been appointed to the agency which plays such a critical role in international trade.●

FOREIGN RELATIONS COMMITTEE

Mr. LOTT. I also ask unanimous consent that the Foreign Relations Committee be discharged from further consideration of the following nominations which are currently at the desk, and agreed to by both sides, and the Senate proceed to their consideration, en bloc.

The nominations considered en bloc are as follows:

Robert Patrick John Finn, of New York, a Career Member of the Senior Foreign Service, Class of Counselor, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to the Republic of Tajikistan.

C. Donald Johnson, Jr., of Georgia, for the Rank of Ambassador during his tenure of service as Chief Textile Negotiator.

Harold Hongju Koh, of Connecticut, to be Assistant Secretary of State for Democracy, Human Rights, and Labor.

Michael J. Sullivan, of Wyoming, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to Ireland.

William B. Bader, of New Jersey, to be an Assistant Director of the United States Information Agency.

R. Rand Beers, of the District of Columbia, a Career Member of the Senior Executive Service, to be an Assistant Secretary of State.

E. William Crotty, of Florida, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to Barbados, and to serve concurrently and without additional compensation as Ambassador Extraordinary and Plenipotentiary of the United States of America to Antigua and Barbuda, to the Commonwealth of Dominica, to Grenada, to St. Kitts and Nevis, Saint Lucia, and to Saint Vincent and the Grenadines.

Stuart E. Eizenstat, of Maryland, to be United States Alternate Governor of the International Bank for Reconstruction and Development for a term of five years; United States Alternate Governor of the African Development Bank for a term of five years; United States Alternate Gov-

ernor of the African Development Fund; United States Alternate Governor of the Asian Development Bank; United States Alternate Governor of the European Bank for Reconstruction and Development.

Robert C. Felder, of Florida, a Career Member of the Senior Foreign Service, Class of Minister-Counselor, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to the Republic of Benin.

Simon Ferro, of Florida, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to the Republic of Panama.

Alan Greenspan, of New York, to be United States Alternate Governor of the International Monetary Fund for a term of five years. (Reappointment)

Richard Henry Jones, of Nebraska, a Career Member of the Senior Foreign Service, Class of Minister-Counselor, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to the Republic of Kazakhstan.

James Vela Ledesma, of California, a Career Member of the Senior Foreign Service, Class of Counselor, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to the Gabonese Republic and to serve concurrently and without additional compensation as Ambassador Extraordinary and Plenipotentiary of the United States of America to the Democratic Republic of Sao Tome and Principe.

Frank E. Loy, of the District of Columbia, to be an Under Secretary of State.

Joseph H. Melrose, Jr., of Pennsylvania, a Career Member of the Senior Foreign Service, Class of Minister-Counselor, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to the Republic of Sierra Leone.

George Mu, of California, a Career Member of the Senior Foreign Service, Class of Minister-Counselor, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to the Republic of Cote d'Ivoire.

B. Lynn Pascoe, of Virginia, a Career Member of the Senior Foreign Service, Class of Minister-Counselor, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to Malaysia.

Robert Cephas Perry, of Virginia, a Career Member of the Senior Foreign Service, Class of Counselor, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to the Central African Republic.

John J. Pikarski, Jr., of Illinois, to be a Member of the Board of Directors of the Overseas Private Investment Corporation for the remainder of the term expiring December 17, 1998.

John J. Pikarski, Jr., of Illinois, to be a Member of the Board of Directors of the Overseas Private Investment Corporation for a term expiring December 17, 2001. (Reappointment)

Robert C. Randolph, of Washington, to be an Assistant Administrator of the Agency for International Development.

Kathryn Dee Robinson, of Tennessee, a Career Member of the Senior Foreign Service, Class of Minister-Counselor, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to the Republic of Ghana.

John Shattuck, of Massachusetts, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to the Czech Republic.

George McDade Staples, of Kentucky, a Career Member of the Senior Foreign Service, Class of Counselor, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to the Republic of Rwanda.

Joseph Gerard Sullivan, of Virginia, a Career Member of the Senior Foreign Service, Class of Minister-Counselor, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to the Republic of Angola.

C. David Welch, of Virginia, a Career Member of the Senior Foreign Service, Class of Minister-Counselor, to be Assistant Secretary of State.

John Melvin Yates, of Washington, a Career Member of the Senior Foreign Service, Class of Minister-Counselor, to be Ambassador Extraordinary and Plenipotentiary of the United States of America to the Republic of Cameroon.

John Melvin Yates, of Washington, a Career Member of the Senior Foreign Service, Class of Minister-Counselor, to serve concurrently and without additional compensation as Ambassador Extraordinary and Plenipotentiary of the United States of America to the Republic of Equatorial Guinea.

Eric David Newsom, of Virginia, to be an Assistant Secretary of State.

FOREIGN SERVICE

Foreign Service nominations beginning Richard M. Brown, and ending Thomas B. Anklewich, which nominations were received by the Senate and appeared in the CONGRESSIONAL RECORD on September 2, 1998.

Foreign Service nominations beginning Aurelia E. Brazeal, and ending William L. Wuensch, which nominations were received by the Senate and appeared in the CONGRESSIONAL RECORD on September 2, 1998.

Foreign Service nominations beginning Judy R. Ebner, and ending Allen S. Weiner, which nominations were received by the Senate and appeared in the CONGRESSIONAL RECORD on September 23, 1998.

Mr. LOTT. I finally ask unanimous consent that the nominations be confirmed, the motions to reconsider be laid upon the table, any statements relating to the nominations appear at the appropriate place in the RECORD, and the President be immediately notified of the Senate's action.

The PRESIDING OFFICER. Without objection, it is so ordered.

The nominations were confirmed en bloc.

UNANIMOUS CONSENT AGREEMENT—NOMINATION OF JANE E. HENNEY

Mr. LOTT. Mr. President, I ask unanimous consent that the Senate immediately proceed to the consideration of calendar No. 810, the nomination of Jane E. Henney, of New Mexico, to be Commissioner of Food and Drugs for the Department of Health and Human Services. I further ask unanimous consent that the Senate proceed immediately to the vote on the confirmation of the nomination.

The PRESIDING OFFICER. Without objection, it is so ordered.

NOMINATION OF JANE E. HENNEY, OF NEW MEXICO, TO BE COMMISSIONER OF FOOD AND DRUGS, DEPARTMENT OF HEALTH AND HUMAN SERVICES

The assistant legislative clerk read the nomination of Jane E. Henney, of New Mexico, to be Commissioner of

Food and Drugs, Department of Health and Human Services.

The PRESIDING OFFICER. The question is, Will the Senate advise and consent to the nomination of Jane E. Henney, of New Mexico, to be Commissioner of Food and Drugs, Department of Health and Human Services?

The nomination was confirmed.

Mr. LOTT. I ask unanimous consent that the motion to reconsider be laid upon the table, the President be immediately notified of the Senate's action, and the Senate then return to legislative session.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. LOTT. I thank the Senators for allowing me to get these nominations moved. They have a way of becoming unapproved if you wait very long once they are approved. And so I thank you for your cooperation on that.

I yield the floor.

LEGISLATIVE SESSION

The PRESIDING OFFICER. Under the previous order, the Senate will now return to legislative session.

Mr. ROBB addressed the Chair.

The PRESIDING OFFICER. The Chair recognizes the Senator from Virginia.

Mr. ROBB. Thank you, Mr. President.

I appreciate the majority leader's concern, and I thank my colleague from Ohio.

THE OMNIBUS APPROPRIATIONS BILL

Mr. ROBB. Mr. President, I would like to speak briefly on the omnibus appropriations bill that we approved this morning. It was roughly a \$500 billion omnibus appropriations bill. And I would like to begin by saying that I am thankful that we did not shut down the Federal Government to resolve our spending differences this year. That was clearly a failed approach that disillusioned our Nation and unjustly punished the dedicated Federal employees who serve the American people. But I also have to say I have enormous concern with how we got here, and with some of the consequences of the road we traveled.

Like every one of our colleagues, I am pleased with many aspects of this bill, but disappointed with other aspects. I am pleased that we finally achieved justice for farmers who face racial discrimination at the USDA, that we have acted decisively to strengthen our Nation's defenses, that we have invested substantially in improving the education of our children, that we have refrained—for now at least—from interfering in the local operation of our region's airports, and that we were able to eliminate some of the most egregious anti-environmental riders.

I'm disappointed that we abandoned fiscal discipline and avoided, once again, making the tough choices to pay

for our priorities. Instead, we spent \$21 plus billion of the so-called "surplus," which we should be saving to protect Social Security, and we failed to enact another round of base closures to help fund needed military readiness improvements. I'm also disappointed that we couldn't make the cuts necessary to find the funds needed to help localities that are struggling to modernize their schools.

Mostly I'm disappointed by the process that led us to an up or down vote, with virtually no debate, on eight separate annual spending bills consolidated into a giant roughly \$500 billion package that funds nearly one third of our government. Mr. President, we have a obligation to debate our priorities in the open and make the tough decisions, just like American families are required to do every day.

I believe this process amounts to a dereliction of our duty as representatives of the people. While I appreciate the hard work of the appropriations committees, this all-encompassing appropriations bill has ultimately been the work product of too few people with no realistic opportunity for amendment. Members were left to hope that their interests, and the interests of those they represent, were being advanced. This is heavy burden to ask the appropriations committee and the leadership to bear, and we shouldn't be placing them in that position.

We should be able to debate, and vote, about whether funds should be spent on improving our system of education, and about how they should be spent. We should be able to debate, and vote, about how to remedy racial discrimination in the federal government. And we should be able to debate, and vote, about the best way to protect the environment.

But instead of the open debate we need, instead of the careful consideration by each and every member of the public policy consequences that affect our states and nation, we have what amounts to a take-it-or-leave-it appropriations bill that will, again, fund nearly one-third of the federal government.

There's no question, Mr. President, that there are times when a take-it-or-leave-it approach is necessary. I support, for example, the base closure process because it is the only mechanism we have devised which forces members of Congress to vote for the politically unpopular closure of unnecessary military facilities. And in order to maintain our role as the world's sole remaining superpower, the need to undertake another round of base closures to increase funding in critical areas will become an imperative. I also support take-it-or-leave-it fast track trade authority to promote free trade because it's the only way other governments will negotiate with us that can achieve meaningful results.

But when it comes to deciding our priorities in federal spending, we need a more open and rational process. Each

year that we proceed in this fashion, I become more convinced that we should follow the lead of many states, like my own, Virginia, and undertake biennial budgeting. We should alternate a year of appropriations with a year of oversight. Just today, I signed onto an effort by Senator DOMENICI to institute biennial budgeting.

Due to our failure to pass a budget resolution this year, we have been guided in large part by the balanced budget agreement we reached two years ago. I supported that agreement, because when I came to the Senate in 1988, one of my highest priorities was fighting for fiscal responsibility.

But the problems we've encountered this year in passing our appropriations bills stem directly from the unrealistic goals we established in the balanced budget agreement. We all but ignored the 800 pound gorilla sitting in the room—entitlement spending—and instead focused on reducing our investments through future cuts in discretionary spending. I certainly support weeding out unnecessary discretionary spending, which is why I support the line-item veto, but effectively lowering discretionary caps in real terms, without regard to where those cuts might fall, is not the wisest approach.

The discretionary caps we established in 1997 did not require that tough decisions be made. It merely left to a future Congress the difficult choices in dividing a shrinking pie. We are now that "future Congress" and we're having a difficult time reaping what we have sewn. So we cut "phantom" future investments to preserve current consumption spending. But to reduce federal spending, and to someday reduce the national debt, we really need to reform entitlement programs. And the longer we wait, the more difficult the task will become.

So while I'm pleased that we reached our destination, I'm extremely disappointed with the road we took to get here. And I hope that during the next Congress, we will work to improve the appropriations process, to get our fiscal work done on time and in the open, and to begin the enormous task of reforming entitlement programs and saving Social Security by making the tough choices.

Mr. President, I reluctantly supported the appropriations bill today because, while the process that produced the bill is a terrible one, the failure to enact the bill would have been far worse. Without this bill there would have been another government shutdown, and the funds wouldn't be there to bolster our military, improve the education of our children, and render long-denied justice for those who've suffered discrimination. Despite all the benefits this bill will provide, however, I strongly object to violating our fiscal discipline and spending \$21 billion of the surplus, which will ultimately make the job of saving Social Security more difficult.

Next year, we've got to do better.